

## Message Text

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73 L  
ORIGIN EUR-12

INFO OCT-01 ISO-00 PM-03 NSC-05 SP-02 SS-15 CIAE-00 INR-07

NSAE-00 SAJ-01 ACDA-05 L-03 PRS-01 IO-10 SSO-00

NSCE-00 INRE-00 DODE-00 /065 R

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EUR/CE:DANDERSON  
L/EUR:DSMALL  
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C:WSHINN  
S/S -PSHANKLE

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O P 100006Z JUL 75  
FM SECSTATE WASHDC  
TO AMEMBASSY BONN  
INFO USMISSION USBERLIN PRIORITY  
AMEMBASSY MOSCOW  
AMEMBASSY LONDON  
AMEMBASSY PARIS  
USMISSION NATO  
AMEMBASSY BERLIN

S E C R E T STATE 161605

E.O. 11652: GDS

TAGS: PFOR, WB, US, UK, FR, UR, GW

SUBJECT: RESPONDING TO SOVIET PROTESTS ON BERLIN

REF: A.) MOSCOW 7992 B.) BONN 7745 C.) USBERLIN 1160

1. BEGIN SUMMARY: DEPARTMENT AGREES WITH BASIC ANALYSIS  
AND RECOMMENDATIONS REF (A) AND NOTES THAT PROSPECTS APPEAR  
FAVORABLE FOR OTHER MEMBERS OF BONN GROUP AGREEING TO  
CHANGES IN PROCEDURES. THIS EVIDENCED BY PROPOSAL THAT  
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SUBJECT OF HOW BEST TO RESPOND TO SOVIET PROTESTS TO BE

INCLUDED IN WORKING PAPER PREPARED FOR QUAD BREAKFAST  
(REF B). WE BELIEVE TIME IS PROPITIOUS FOR US TO  
SUGGEST FORMALLY TO ALLIES AND FRG THAT WE REVIEW OUR  
POLICY ON RESPONDING TO SOVIET PROTESTS ON BERLIN, AND  
RECOMMEND WE ADOPT PRACTICES ALONG THE LINES SUGGESTED  
IN REFTELS. END SUMMARY.

2. IN RECENT MONTHS THE DEPARTMENT HAS COME INCREASINGLY  
TO THE CONCLUSION THAT ALLIED PRACTICE OF RESPONDING TO  
SOVIET PROTESTS IN DETAIL IS NO LONGER NECESSARY OR  
DESIRABLE. ALLIED POSITION ON THE MEANING OF THE VARIOUS

PARTS OF THE QA HAS BEEN LAID OUT EXTENSIVELY AND IS WELL  
KNOWN TO SOVIETS. WE SEE LITTLE TO BE GAINED BY  
CONTINUING ONCE USEFUL PRACTICE OF DETAILED RECITAL OF  
THESE POSITIONS ON EACH AND EVERY OCCASION SOVIETS  
VOICE DISAPPROVAL OF ALLIED OR FRG ACTIONS WITH RESPECT  
TO BERLIN. INDEED, WE HAVE NOTED TENDENCY FOR ALLIES  
TO BECOME OVERLY LEGALISTIC AMONG THEMSELVES, WITH RESULT  
THAT IT TAKES INORDINATELY LONG TIME TO ARRIVE AT AGREED  
LANGUAGE FOR RESPONSES TO SOVIETS. WE ARE CONCERNED  
THAT DELAY IN ARRIVING AT AGREED TEXT COULD BE TAKEN BY  
SOVIETS AS SIGNIFYING WEAKNESS, INDECISION OR DIVISION  
AMONG ALLIES, OR POSSIBLY A SPLIT BETWEEN THE ALLIES AND  
FRG. ADDITIONAL DISADVANTAGES OF USE OF DETAILED  
RESPONSES, AS INDICATED REFTELS, INCLUDE (A) IMPLICATION  
TO SOVIETS THAT THEY HAVE A LEGITIMATE FOURTH POWER ROLE  
IN WEST BERLIN AND SHOULD, AS A CONSEQUENCE, EXPECT  
DETAILED JUSTIFICATIONS FOR ALLIED ACTIONS OR THE  
ACTIONS OF THE FRG; (B) PROSPECT THAT SOVIETS MAY SEIZE  
UPON SOME DETAIL IN ANSWERS TO CREATE A NEW CONTENTIOUS  
ISSUE. (C) POTENTIAL FOR ESCALATION OF THE ISSUE  
BEYOND IMPORTANCE OR PROPORTION (E.G. EXCHANGE IN UN  
ON DEMOGRAPHIC YEARBOOK) WHICH CAN LEAD TO UNDESIRED  
RESULTS.

3. WE BELIEVE ALLIES AND FRG MUST NOW MODIFY THEIR  
APPROACH WITH CLEAR AIM OF MINIMIZING THE DETAIL OF OUR  
RESPONSES AND, TO THE EXTENT POSSIBLE, ALLOWING TO STAND  
ALLIED RESPONSE MADE AT TIME SOVIET PROTEST HANDED OVER.

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DRAWING LARGELY ON THE MATERIAL DEVELOPED IN PREPARATION  
FOR THE QUAD BREAKFAST, WE WOULD RECOMMEND THE  
ALLIES CONSIDER INSTITUTING SET OF GUIDELINES FOR  
RESPONDING TO FUTURE SOVIET PROTESTS.

(A) IN OUR VIEW, ALLIES SHOULD, AT MINIMUM USE  
ESTABLISHED CHANNELS IN BERLIN TO PROVIDE RESPONSES TO  
THE SOVIETS, RESPOND ORALLY ON THE SPOT TO MOST

SOVIET COMPLAINTS, AND PERMIT THESE TO STAND AS OFFICIAL  
ALLIED REPLY.

(COMMENT: APPLICATION OF LATTER POINT MIGHT BE  
LARGELY RESTRICTED TO SOVIET COMPLAINTS DELIVERED IN  
BERLIN, WHERE SENIOR ALLIED OFFICIALS RECEIVING STATEMENT  
ARE THOROUGHLY FAMILIAR WITH ALLIED POSITION AND CAN  
SPEAK WITH ONE VOICE FOR ALL THREE ALLIES, AND TO  
RESPONSES TO COORDINATED SOVIET APPROACHES IN CAPITALS  
GIVEN BY FOREIGN OFFICE REPS. THIS WOULD BE PARTICULARLY

TRUE IF ALLIES AGREE TO FOLLOW RECOMMENDATION IN POINT (B)

BELOW. IN EITHER INSTANCE, BONN GROUP COULD PROVIDE  
FORUM FOR DETERMINING WHETHER ANY FURTHER RESPONSE IS  
NECESSARY OR DESIRABLE.)

(B) TO EXTENT POSSIBLE, LIMIT TEXT OF REPLIES TO  
SOVIET PROTESTS -- WHETHER GIVEN ON THE SPOT OR, ON  
RECOMMENDATION OF BONN GROUP OR CAPITALS -- TO DIRECT  
QUOTES FROM THE QA AND/OR REFERENCES TO PREVIOUS ALLIED  
STATEMENTS AND NOTES.

(C) IN THE SPECIFIC CASE OF NOTES CIRCULATED IN  
INTERNATIONAL FORA RESPOND SUBSTANTIALLY ONLY TO SOVIET  
NOTES, AND REFUSE TO COMMENT AS A MATTER OF PRINCIPAL  
TO SUBSTANCE OF OBJECTIONS RAISED BY OTHER COUNTRIES NOT  
PARTY TO QA, AND RESPOND MERELY TO DENY THEIR COMPETENCE.

4. WE DO NOT PROPOSE THAT POINTS SUGGESTED ABOVE BE  
CONSIDERED AS INFLEXIBLE GUIDELINES FOR RESPONDING TO  
SOVIET PROTESTS. IN OUR VIEW, EACH SOVIET COMPLAINT  
MUST CONTINUE TO BE WEIGHED CAREFULLY ON ITS OWN MERITS

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TO DETERMINE WHAT FURTHER ACTION, IF ANY, IS REQUIRED. WE  
WOULD EXPECT, HOWEVER, THAT IN MOST INSTANCES ON THE  
SPOT REPLY WOULD BE JUDGED BY ALLIED REPRESENTATIVES  
TO HAVE BEEN SUFFICIENT. WHERE ADDITIONAL COMMENTS  
MIGHT BE CALLED FOR, REFERENCE TO EARLIER ALLIED STATEMENTS  
AND NOTES TAKEN IN CONJUNCTION WITH REFERENCE TO QA  
SHOULD NORMALLY PROVE SUFFICIENT.

5. AMBASSADOR IS REQUESTED TO RAISE MATTER OF  
REPLIES TO FUTURE SOVIET COMPLAINTS ON BERLIN AT NEXT  
MONTHLY QUADRIPARTITE LUNCHEON IN BONN AND TO DISCUSS BEST  
WAY OF INSTITUTING SIMPLIFIED PROCEDURES IN BONN  
GROUP. INGERSOLL

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## Message Attributes

**Automatic Decaptoning:** X  
**Capture Date:** 01 JAN 1994  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
**Concepts:** MEETING AGENDA, BERLIN QUADRIPARTITE MATTERS  
**Control Number:** n/a  
**Copy:** SINGLE  
**Draft Date:** 10 JUL 1975  
**Decaption Date:** 01 JAN 1960  
**Decaption Note:**  
**Disposition Action:** RELEASED  
**Disposition Approved on Date:**  
**Disposition Authority:** CunninFX  
**Disposition Case Number:** n/a  
**Disposition Comment:** 25 YEAR REVIEW  
**Disposition Date:** 28 MAY 2004  
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**Disposition History:** n/a  
**Disposition Reason:**  
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**Drafter:** RWBECKER:KP  
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**Film Number:** D750237-0686  
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**Office:** ORIGIN EUR  
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**Reference:** 75, 75, 75  
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